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NIEMEYER, TH. und STRUPP, K. *Jahrbuch des Völkerrechts*. II. Band. I. and II. Hälfte. Pp. 1564. München: Verlag von Duncker and Humblot, 1915.

Professors of German, Austrian, French, Italian, Spanish, Swiss, English, American, Japanese and Greek universities have here contributed various international public documents, covering in Part I the period February 29, 1912 to May 26, 1913. The collection comprises some two hundred and sixty-one numbers, and is of great value to students of foreign relations and diplomacy. Part II contains valuable documents relating to the year 1913 arranged under their respective subjects and nations of Europe, America and Asia.

J. C. B.

### MISCELLANEOUS

#### *Reviews*

GOETHALS, GEORGE W. *Government of the Canal Zone*. Pp. 106. Price, \$1.00. Princeton: Princeton University Press, 1915.

GORGAS, WILLIAM CRAWFORD. *Sanitation in Panama*. Pp. 297. Price, \$2.00. New York: D. Appleton and Company, 1915.

PEPPERMAN, W. L. *Who Built the Panama Canal*. Pp. xiv, 419. Price, \$2.00. New York: E. P. Dutton and Company, 1915.

BENNETT, IRA E. (Ed.). *History of the Panama Canal*. Pp. xi, 543. Price, \$5.00. Washington: Historical Publishing Company, 1915.

It was natural that the opening of the Panama Canal last year should bring about the preparation and publication of numerous books and papers dealing with different aspects of the construction and history of the canal. Two of the books listed among the four above noted, are by the two men best qualified to speak upon Panama Canal matters—General Goethals and General Gorgas.

In his essay upon the *Government of the Canal Zone*, General Goethals, who, since April 1, 1914, has been governor of the Panama Canal, gives a concise historical account of the government of the Canal Zone from the acquisition of territory in 1904 to the present time. This account is in every way authoritative. As is well known, the Panama Canal was governed by executive orders without special grant of authority from Congress for nine years from the first of April, 1905 until April 1, 1914. The canal was constructed by the President acting through the Secretary of War. The executive orders signed by the President were, as a matter of fact, for the most part—although General Goethals does not mention this—drafted by General, then Colonel, Goethals who was chief engineer and chairman of the canal commission from 1907 until he became governor.

There was much discussion in Congress when the Panama Canal act of August 24, 1912, was under consideration as to the advisability of opening the Canal Zone to settlement and cultivation by Americans, with the idea of establishing a model little republic in the heart of Latin America. The impracticability and unwisdom of that policy was clearly understood and convincingly presented by Colonel Goethals, who advocated the policy that was adopted of making the

Canal Zone a government reservation devoted entirely to canal, military and naval purposes. The United States has acquired all the property within the Canal Zone outside of the limits of the cities of Panama and Colon, and the Zone, by authority of the act of August 24, 1912, is governed and administered by the President acting through a governor of the Panama Canal and such other officials as the President may deem necessary to employ. The administrative organization for the operation of the canal and the government of the Zone has been devised and set in operation by General Goethals, who will soon be able, without detriment to the service, to carry out the wish he has for some time had to retire from the governorship of the canal and turn over the task to his competent assistant, who, it is expected, will be appointed governor of the Panama Canal.

General Gorgas as a writer is as entertaining as he is in conversation, which is saying a great deal. His book on *Sanitation in Panama* is delightful and instructive from beginning to end, and will, no doubt, be as widely read by the general public as by members of the medical profession.

Nearly one-half of the book is devoted to an account of the discovery and proof of the mosquito theory of the transmission of yellow fever and to a description of the sanitation work done at Havana. General Gorgas gives full credit to the heroic work done by Dr. Walter Reed and Doctors Lazear, Carroll and Agramonte—the members of the well-known Reed Board—whose experiments definitely proved the mosquito theory of the transmission of yellow fever. The experiments cost Doctor Lazear his life, and nearly brought Doctor Carroll's career to an end.

Having definitely learned by experience in the sanitation of Havana that yellow fever could be eliminated from any place where it had been endemic by preventing the breeding of the *stegomyia* mosquito, and that malaria could be reduced to small proportions by measures that would limit to a minimum the breeding of the *anopheles* mosquito, Colonel Gorgas, with the support of President Roosevelt and with the assistance of the canal commission, especially of Mr. John F. Stevens, the second chief engineer of the commission, was able to establish sanitary conditions at Panama that wiped out yellow fever in 1905 and kept malaria increasingly under control throughout the period of the construction of the canal.

The work of the sanitation department at Panama under the direction of Colonel Gorgas attracted world-wide attention and is entitled to all the credit it has received. The methods followed in sanitating Panama and the results accomplished are briefly told by General Gorgas in the latter half of his book, and the narrative is not only non-technical in language but is presented in a style that can be understood and enjoyed by all readers.

The book by General Gorgas is the first of a series of three volumes. The second volume, shortly to appear, has been written by Mr. John F. Stevens and Brigadier-General William L. Sibert. It gives an account of the construction of the canal. The third volume of the series will deal with the Panama Canal and commerce.

Mr. W. L. Pepperman served as chief of "the office of administration" at Washington, created April 3, 1905, by the Isthmian Canal Commission, and he

held his position while Mr. John F. Stevens was chief engineer of the Panama Canal. Mr. Pepperman has written his book to emphasize the fact that the canal "was built upon the foundation laid by the railroad administration," *i.e.*, the organization established by Mr. John F. Stevens and Mr. Theodore P. Shonts, the chairman of the Isthmian Canal Commission from April, 1905, until March 4, 1907. Mr. Stevens was chief engineer under Mr. Shonts; and, from the time of the resignation of Mr. Shonts until Mr. Stevens resigned a few weeks later, he was chairman of the commission. The tone of Mr. Pepperman's book throughout gives one the impression that the author feels that due credit has not been given Mr. Stevens and Mr. Shonts for the work they accomplished at Panama. It is quite possible that the later and greater achievements of General Goethals and his assistants have caused the general public to overlook the substantial work done by Mr. Shonts and more particularly by Mr. Stevens. General Goethals and those who were associated with him have always placed a high estimate upon the work of Mr. Stevens who organized the system of transportation of material out of Culebra Cut and from other points along the line of the canal. Mr. Stevens' large experience as a railroad engineer and his executive ability were of great service at Panama, and the work he inaugurated was carried on without much change in methods by those who followed him.

The difficult problems of hydraulics—the designing and location of the locks and dams and the construction of these and other hydraulic works—were worked out by the successors of Messrs. Shonts and Stevens. Little is to be gained by over-emphasis of the work of any of the special leaders who carried through the work of constructing the Panama Canal. The general public does not understand the difficulties that confronted the first commission under Admiral John G. Walker, nor is it generally realized that the preliminary work which the Walker commission did during the year of its existence was essential to the subsequent execution of the project. When Messrs. Shonts and Stevens took hold of the enterprise the time had come to organize and begin the work of excavation. When the second commission, that over which Mr. Shonts presided, gave way to the third commission, under the chairmanship of Colonel Goethals, the hydraulic problems had to be solved, and the general problem of organizing and caring for a much enlarged construction force had to be worked out. Of the various leaders who contributed to the ultimate success of the canal work, unquestionably General Goethals has the greatest executive ability, and to him rather than to the "railroad administration," is due the largest measure of praise, if any preference is to be given to the accomplishments of any one individual.

Mr. Pepperman's book contains a great deal of information well presented. One very excellent feature of the book is the illustrations, which include most of Mr. Joseph Pennell's artistic lithographs of the canal.

Mr. Bennett, with the assistance of a board of associate editors and numerous contributors of special papers, has brought together a large amount of historical material which is well arranged and well presented. No other volume contains so full or so satisfactory an historical account of the canal as does this work written and edited by Mr. Bennett. It may profitably be read, as a whole or in part, by students of the Panama Canal or of particular questions concerning the construction or the military and naval uses of the canal.

Mr. Bennett has endeavored to make his *History of the Panama Canal* cover the contribution which all have made who participated in the work as legislators, administrators or constructors. The volume makes its appeal not only to the historian but also to the student of engineering and of construction work. One interesting feature of the book is a biographical sketch of the various officials who were connected in one capacity or another with the canal. The volume is evidently constructed with the view to sale by subscription, and thus contains certain popular features which, however, do not detract from the substantial merits of the work as a whole.

EMORY R. JOHNSON.

*University of Pennsylvania.*

KIRKALDY, ADAM W. *British Shipping: Its History, Organization and Importance.* Pp. xx, 655. Price, \$2.00. New York: E. P. Dutton and Company, 1914.

Since the time when men first began to "go down to the sea in ships," no field of endeavor has possessed greater lure than the sea, no branch of industry has held more romance and charm than shipping and navigation. At the same time, few industries can show a greater material development than the shipping industry and none can claim credit for a greater measure of benefit to mankind. The rise of the British power was due largely to the growth of its maritime industries, and the integrity of the great empire has for generations rested on the supremacy of its power at sea. The economic importance of the shipping industry, its political significance, and its romance are the outstanding features of this extremely interesting and well-written volume.

The first part of the work deals with the evolution of the ship from the "flimsy coracle" to the "magnificent liner," giving an account of the changes in the form and size of vessels, the materials of construction, and the motive power; the second part treats of ownership, management and regulation of shipping; the third of the great trade routes of the world, and the fourth of the principal ports and docks of the United Kingdom. A well selected bibliography is given, and a copious appendix containing statistical and other information concerning the development of the speed and size of ships, the changes in ocean freight rates and the growth of the mercantile marine of Great Britain and other countries.

The American reader of this work cannot fail to find interesting the chapters dealing with the rivalry of the United States and Great Britain for maritime supremacy during the period from 1830 to 1860. The account of the remarkable success of American ship-owners in the competitive struggle during the years just preceding the introduction of the iron ship will doubtless occasion surprise to some who begin the decline of the merchant marine of the United States with the enactment of the shipping reciprocity law of 1828.

Chapter IX, Book III, on the economic effects of the opening of the Panama Canal, is an extremely lucid and well-balanced statement of the political and economic changes which are likely to follow the opening of this new trade route. Political and commercial ideals have changed everywhere in the past few years and "the world is on the eve of great things full of great possibilities." The